

## Impacts of Alternative C: Partnership Emphasis (Proposed Action)

### CULTURAL RESOURCES

#### Analysis

**Archeological Resources.** Rehabilitating Perseverance Hall No. 4 and the Caretaker's House could adversely impact unknown archeological resources. Expanding Perseverance Hall No. 4 into a visitor center complex could also impact archeological resources, as could landscaping and other ground-disturbing activities associated with these actions. Any renovation, landscaping, or ground disturbance resulting from the expansion of the visitor center complex and surrounding area could also adversely impact unknown archeological resources. However, by identifying and evaluating archeological resources and implementing measures that would avoid or mitigate their disturbance, the adverse effects of ground disturbance would be eliminated or minimized (see NPS 1990d for guidance).

**Cultural Landscape.** Rehabilitating and expanding Perseverance Hall No. 4 and other proposed renovations would have positive impacts to the Louis Armstrong Park. Upgrading these structures and landscaping the grounds would enhance the attractiveness of the park as a setting for public gathering and enjoyment. Perseverance Hall No. 4 and the Rabassa House are national register properties. Rehabilitating these structures could affect qualities that make them significant. Carrying out National Historic Preservation Act (NHPA) section 106 compliance would result in the avoidance or mitigation of any adverse effects that the proposed renovations might have on these properties.

**Parades.** Developing cooperative agreements to streamline the parade permit process and obtaining financial support to defray parade costs would remove or reduce some of the

growing barriers to parading. This would make it easier for participating groups to organize and conduct parades, helping continue this important cultural tradition.

Music instruction and interpretive programs would also benefit the parade tradition by fostering an understanding and appreciation of this tradition among future participants and audiences.

The funding and staffing levels of this alternative would also benefit parading by allowing more resources to be directed at preserving this tradition. The centralized coordination of parading events would benefit the tradition by providing a level of organization that currently is sometimes lacking. Using open areas on the grounds of the visitor center complex as staging areas for parades would provide an additional focal point for these activities.

Continuing the New Orleans parade tradition would benefit jazz musicians by providing a venue for them to gain experience and exposure. It would positively benefit local communities and groups by providing a forum to express group identity and maintain the connections these groups and individuals have to the New Orleans jazz tradition.

**Communities, Historic Structures, and Landmarks.** The emphasis on preserving structures and sites associated with early jazz would benefit these resources by maintaining and preserving the physical integrity, appearance, and "feel" of structures, landmarks, and landscapes that comprise historical jazz communities and settings. Preserving and adaptively using historic buildings could provide more sites for jazz performances and instruction, which would help ensure the continued maintenance and use of the structures. The oversight and guidance provided by the New

Orleans Jazz Commission would facilitate these efforts.

The adaptive use and renovation of historic structures would ensure the continued existence of these buildings, however, renovation could result in adverse impacts such as the loss of historic fabric. The use of replica or historically compatible replacement fabric, construction methods, and other preservation techniques would minimize or mitigate these impacts (see NPS 1990d for guidance).

The proposed curatorial storage facilities would have a positive impact by providing a safe and secure storage area for jazz-related artifacts, documents, and memorabilia and by making these objects more available for exhibit and research.

The emphasis on continuing research and collecting oral history interviews would fill information gaps and preserve firsthand knowledge relating to the evolution and development of jazz. These efforts could yield important information such as the past appearance and configuration of structures, the previous uses of structures and settings, or a structure's or site's association with prominent jazz personages. This information would allow for more accurate renovations and would more clearly define the roles and contexts of structures, landmarks, and communities linked to the jazz tradition. However, even with the emphasis on research and interviews and the funding and staffing levels of alternative C, informants and structures still could be lost due to attrition, especially if viable, long-term partnerships were not maintained.

## **Conclusions**

Benefits to cultural resources would be similar to those under alternative B.

Adverse impacts resulting from landscaping and renovation would be avoided or mitigated by carrying out cultural resource compliance.

Funding and staffing levels would permit these actions to proceed at a moderate to progressive pace, but still might not be sufficient to prevent negative impacts resulting from the loss of oral history informants and some structures.

## **NATURAL RESOURCES**

Implementing alternative C would cause no adverse impacts to natural resources.

## **VISITOR EXPERIENCE**

### **Analysis**

#### **Access, Circulation, and Parking.**

Continuing to rely on the existing transportation infrastructure and park facilities would afford visitors cost-effective ways to access and circulate through the park, especially in the Vieux Carré area. Tours to sites in outlying historical communities would enhance opportunities to access these areas. Multifaceted publicity advertising events would enhance visitor awareness of the locations of events throughout the city, which would enhance access to sites and events.

Locating the visitor center at Perseverance Hall No. 4 would provide easy access to visitor touring the Vieux Carré on foot. Orientation and program/events information distributed at the visitor center would assist visitors in locating and gaining access to jazz activities throughout New Orleans.

Providing access to jazz activities and sites outside the Vieux Carré would enhance visitor circulation by providing alternate or new interpretive locations, which could relieve pressure and congestion around well-known sites in the Vieux Carré. Employing high-quality multimedia interpretive exhibits that highlight jazz sites and locations throughout New Orleans would urge some individuals to visit these locations, which could enhance visitor circulation.

As visitation increased, minor adverse impacts to circulation might occur in the vicinity of Louis Armstrong Park. The increased numbers of visitors arriving at the visitor center complex by bus could cause congestion and safety issues at drop-off locations.

Coordinating with city officials to regulate traffic could resolve or reduce many of these problems. Using the parking lot adjacent to Louis Armstrong Park for public parking would also relieve some traffic congestion.

**Interpretation.** The Perseverance Hall visitor center complex, with its centralized interpretive functions, would enhance the visitor experience in numerous ways. Presenting a wide range of personal interpretive programs, “informances,” and experiential, interactive media exhibits would allow the park to interpret jazz at a wide range of levels and in ways that would appeal to the park’s eclectic audiences. Using the open areas in the visitor center complex as sites for “informances” and parades would provide a centralized location for visitors to participate in programs. This would benefit visitors who are not inclined to visit outlying areas, or who have limited time to spend in the park.

Holding onsite and offsite programs and events throughout the city and at varied times would give visitors the flexibility to match their interests and the time they have scheduled for their visits with presentations and events. Publicizing events through various media and interpretive handouts would heighten public awareness of events and would enhance visitor opportunities to appreciate and learn more about jazz. Developing partnerships among public and private entities and combining funding sources would allow a substantial number of jazz-related events and programs to be presented, creating even more opportunities for visitor participation. Failure to develop partnerships and share funds would limit these opportunities.

Employing well-trained musicians and interpreters would ensure that visitors received high-quality programming that balanced enter-

tainment and interpretation. The potential for forming partnerships, combined with leveraging public and private funds, would facilitate engaging well-trained musicians and interpreters and would provide the resources needed to develop high-quality and well-coordinated interpretive programs.

Using partnerships and leveraged funds to sponsor interpretive performances would expand opportunities for young musicians to find employment in atmospheres that fostered growth and development. Encouraging young musicians to explore and expand upon their jazz roots in turn could enhance support for both traditional and lesser-known forms of jazz.

Onsite and offsite personal programs would also allow informal contacts between interpreters and volunteers and the public. For many visitors this form of contact would be a key element in a high-quality visitor experience. The potential funding levels under alternative C would encourage that personal programs would be adequately staffed.

Providing interpretive media and exhibits that employed state-of-the-art, interactive multimedia equipment (as called for under phase 2) would greatly enhance the ability to communicate the park’s purpose, significance, and interpretive themes. This, in turn, would underscore the park’s identity and mission. Such interactive exhibits could also be used to recreate jazz settings (e.g., participating in a jazz parade) that would allow visitors to participate in jazz events in a virtual reality-like environment. This would greatly enhance the visitor experience for individuals not having the time or inclination to seek these experiences in person and for individuals having disabilities that would otherwise prevent their participation.

Offering the opportunity to purchase literature, videos, compact discs, and interpretive memorabilia from a well-stocked sales area would be meaningful to many visitors. Purchased items could provide additional informa-

tion on jazz or remind visitors of their park experiences well after their visit, and thus could positively reinforce their overall visitor experience. Similarly, being able to access a wide range of interpretive information, sheet music, archives, and information about jazz over the internet, as called for in alternative C, would have strong appeal for many and would greatly enhance the park's ability to interpret New Orleans jazz globally.

**Education.** The potential increase in the number of onsite and offsite educational programs under alternative C would greatly enhance opportunities for educating a wide range of students and perpetuating the New Orleans jazz tradition. Coordinating NPS programs with ongoing curricula in local schools and institutions would make programs relevant to students. Targeting disadvantaged groups would provide important educational opportunities for groups with limited resources.

Developing a formal partnership with FM radio station WWOZ and relocating its broadcasting facilities to a larger facility would enhance the station's ability to broadcast educational jazz programs. This, in turn, would offer the public greater exposure to jazz.

Employing professional musicians to assist in educational programs would provide a high-quality, fostering atmosphere for students and potential musicians. Music appreciation classes would eventually yield larger audiences for traditional and less commercial forms of jazz. Targeted partnerships would improve access to jazz education for those with little previous experience. Developing partnerships and leveraging funds could allow existing educational programs to expand considerably and new ones to develop; the absence of partnerships and shared funds would limit the positive impacts of jazz educational programs.

**Visitor Services.** Providing orientation and events information in an accessible and central location would help visitors plan their visits and activities. A comprehensive orientation to

the park and the surrounding environs could reduce visitor confusion and frustration. Providing a prominent meeting area would help groups to coordinate their activities, while the presence of restrooms, a well-stocked sales area, exhibit rooms, and theaters would present features that much of the public has come to expect at national parks.

**Carrying Capacity.** Carrying capacity data for this new park is incomplete. Implementing the actions under alternative C, however, would be expected to increase visitation in areas such as the Louis Armstrong Park, at some sites in historic jazz communities, and at certain jazz programs/events. Overcrowding, traffic congestion, public safety, emissions, noise, and unwanted intrusions into local communities could result. These adverse impacts would probably be limited in duration and minor to moderate in intensity. The development of resource condition / visitor experience indicators and standards and a monitoring program (to be developed after the implementation of this plan) would mitigate or eliminate most of these adverse impacts. Working with local authorities to resolve traffic congestion and visitor circulation problems could also mitigate these adverse impacts.

## **Conclusions**

The benefits to the visitor experience would be similar to those under alternative B

Increases in visitation could create minor to moderate adverse effects on the park carrying capacity, many of which could be mitigated.

Positive impacts would depend on whether and to what degree cooperative partnerships were developed, and the extent public and private funds were shared and leveraged.

## **SOCIOECONOMIC ENVIRONMENT**

### **Analysis**

Expending \$5.3–\$6.3 million in construction and development in phase 1 and \$4.8 million on phase 2 would have positive economic benefits on the local economy in the forms of increased jobs and development. These benefits would not occur immediately but would extend over the life of the development project. Relatively few individuals and firms would share in these benefits.

Increasing the park's staffing levels to 14 full-time equivalent positions would benefit the local economy by creating a need for housing, goods, and services, although the impact would be minimal. Park expenditures for goods and services, stemming from its annual budget of \$1.1, would also moderately benefit the local economy. Outside funding, in addition to federal funds allocated to the park, would be required to accomplish some aspects of alternative C.

Because New Orleans, with its many attractions (including the Vieux Carré), is already a destination for a large number of tourists, and there is already a thriving tourism industry in the city, the park would not be expected to draw large numbers of additional visitors to the region. Many visitors might not even know the park exists prior to their visit to New Orleans. Drawing upon the numerous visitors that come to the Vieux Carré, however, it would be expected that large numbers of people would visit the park. Many area residents would likewise be exposed to park-supported programs related to jazz. Because of the extent of programs and exhibits at the park, some visitors might make it the focus of their visit or choose to extend their visit to take advantage of what the park has to offer. The park would definitely enhance business opportunities in the immediate vicinity of North Rampart Street by attracting more tourists to this portion of the Vieux Carré and the adjacent neighborhoods.

The development and operation of this park would have a positive social benefit on the local community. An underutilized portion of Armstrong Park would be committed to the use and purposes of New Orleans Jazz National Historical Park. The Park Service presence would be an attractive addition for the neighborhood because of the interpretive, educational, and recreational opportunities it would offer. The park would be open, accessible, and an attractive place for the people of the local area. Increased cultural/historical awareness and improved visitor experiences would result. It is expected that the park might attract a large amount of use from the neighborhood and other New Orleans residents, as well as from the many tourists who visited the Vieux Carré.

### **Conclusions**

A relatively few individuals and firms would benefit economically from the \$10.1–\$11.1 million development budget and the \$1.1 million annual operations budget for New Orleans Jazz National Historical Park. These benefits would be significant for those affected. However, the overall dollar impact would be minimal due to the large size of the New Orleans regional economy.

While fulfilling its NPS mission, the park is expected to become a valued neighbor in the local community. The park's facilities and programs would provide positive social benefits for both visitors to the park and local residents.

## **ADMINISTRATION AND OPERATIONS**

### **Analysis**

Rehabilitating and expanding Perseverance Hall No. 4 would provide a consolidated visitor center/administrative headquarters for the park, which would supply the needed office, maintenance, and storage space for park operations. Relocating radio station WWOZ could provide additional office space. Renovating other structures in the complex

such as the Rabassa, Reimann, and fires houses could provide additional administrative space. However, these structures might not be renovated or might not be acquired.

Carrying out development in two phases would have several benefits. Phase 1 funding (ca. \$5.3 –\$6.3 million) would be provided largely through appropriations administered by the National Park Service and would furnish basic interpretive and administrative facilities for the park. Phase 2 funding (ca. \$4.8 million) would come from private and partnership sources and would be used to develop the visitor center's multimedia, interactive exhibits and to support onsite and offsite interpretive and educational programs. Phase 2 fundraising, conducted by the Park Service, New Orleans Jazz Commission, and other partners, would enhance prospects for securing funds to be leveraged.

Developing partnerships and alternative funding sources under phase 2 could take time. Phasing development would allow basic services to be put in place immediately, while partnerships and outside funds were sought out and identified.

Employing 14 full-time equivalent positions would benefit operations by supplying the expertise and staffing levels needed to carry out the park mission.

## **Conclusions**

Administration and operations would benefit from expanding the funding base to approximately \$10.1–\$11.1 million and increasing staffing levels to 14 full-time equivalent positions and by providing adequate visitor use and administrative facilities.

Phased development would permit the prompt implementation of basic interpretive services, providing time for partnerships to be

developed and alternative funding sources to be secured.

Funding and staffing levels would be sufficient for the park to achieve its mission, but they would depend on partnerships and leveraged funds.

## **PARTNERSHIPS**

### **Analysis**

Developing successful and long-term, multifaceted partnerships and securing alternative funding through shared and leveraged funds would greatly benefit the park and its resources. Creating partnerships and sharing funds would allow resources to be combined, which in turn would permit more expanded development, interpretation, educational, and visitor services. Partners and shared funds would permit the park to achieve its mission. Failing to develop long-term, stable partnerships and funding sources would limit operations and could preclude the park attaining its mission in the foreseeable future.

### **Conclusions**

Long-term, reliable partnerships would allow the park to provide a wide range of high-quality services and to achieve its mission. Failing to develop long-term partnerships would have the opposite effect.

## **OTHER IMPACTS**

### **Cumulative Impacts**

Currently, the understanding and appreciation of jazz and the jazz heritage is being promoted by the National Park Service, schools, the private sector, nonprofit organizations, and other governmental entities. This is resulting in an increased awareness of this musical art form. Implementing alternative C would have a beneficial effect by helping this process to accelerate.

Under alternative C the efforts of the Park Service and other preservation partners to help preserve neighborhoods and sites associated with early jazz might be enough to outweigh the forces of change, decay, and decisions by individual owners that threaten these fragile areas, although the overall impact might still be a loss of tangible resources related to early jazz history.

### **Unavoidable Adverse Effects**

Some historic structures and other cultural resources would be lost due to deterioration and attrition. Any archeological sites encountered during ground-disturbing activities and requiring mitigation through excavation would constitute an irreversible loss since excavation destroys the resource as a data base (unless mitigated).

Some historic structures and other cultural resources, such as archeological sites and oral history informants, could be lost due to deterioration and attrition.

### **The Relationship Between Short-Term Uses and Maintenance and the Enhancement of Long-Term Productivity**

Development of a visitor center and other park facilities for public education and enjoyment could result in the removal of 1 acre or less of vegetation and soil from natural productivity.

During the construction phase for park facilities and wayside exhibits, the visitor experience could be adversely affected. In the long term, however, the visitor experience would be enhanced.

### **Irreversible and Irretrievable Commitments of Resources**

Under alternative C approximately \$10.1–\$11.1 million dollars would be spent in renovation and in providing interpretive exhibits and educational and visitor services facilities. These costs would be irreversible.